Iowa Legislative Fiscal Bureau



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Update on Riverboat, Pari-Mutuel, and Slot Machines at Racetracks (Updated November 1997)

<u>ISSUE</u>

This *Issue Review* provides an update on riverboat, pari-mutuel, and slot machine operations at racetracks in Iowa.

AFFECTED AGENCIES

Department of Inspections and Appeals Department of Public Safety

CODE AUTHORITY

Chapters 99D and 99F, Code of Iowa

BACKGROUND

History of Gambling in Iowa

- 1983 SF 92 authorized pari-mutuel gambling (dog and horse racing)
- 1989 SF 220 authorized simulcasting at pari-mutuel racetracks
- 1989 SF 124 authorized riverboat gambling
- 1994 HF 2179 authorized slot machines at pari-mutuel racetracks,

removed the \$5 bet limit and the \$200 daily loss limit for riverboats, and allowed all facilities to operate 24-hours a day

Regulation of Gambling in Iowa

The Iowa Racing and Gaming Commission administers pari-mutuel wagering laws, riverboat gambling laws, and agency rules to assure the integrity of racetrack and riverboat gambling operations. The five Commission members are appointed by the Governor and confirmed by the Senate.

The Racing and Gaming Commission (RGC) within the Department of Inspections and Appeals, and the Division of Criminal Investigation (DCI) of the Department of Public Safety are responsible for regulation of gambling operations. The RGC processes occupational license applications, interprets rules, reviews incident reports, and observes activities to

insure compliance with laws and regulations. The DCI performs background checks and provides on-site enforcement of regulations.

Revenue Flow

Riverboat and racetrack owners pay a wagering tax on gambling revenue. The wagering tax is distributed to:

- The city in which the riverboat or racetrack is located
- The county in which the riverboat or racetrack is located
- The Gamblers Assistance Fund
- The State General Fund
- The Rebuild Iowa Infrastructure Fund

Refer to **Attachment A** for detailed information on how the wagering tax is calculated and distributed for the various types of gambling.

House File 2421 (Transportation and Capitals Appropriations Act), passed during the 1996 Legislative Session, placed a cap on gambling revenues to the General Fund at \$60.0 million per year beginning in FY 1996. All revenues in excess of \$60.0 million go to the Rebuild Iowa Infrastructure Fund (RIIF). The RIIF received \$46.8 million in FY 1996 and \$65.3 million in FY 1997.

Revenues and Expenses - An Historical Perspective

Figure 1 shows that the wagering tax revenue generated by gambling enterprises, other than the Lottery, totaled \$125.3 million in FY 1997. This is an increase of \$18.5 million (17.3%) compared to FY 1996.

Figure 1
Wagering Tax Revenue

	Pari-Mutuel	Riverboats	3	Slots at Tracks	Total
FY 1986	\$ 2,105,033		NA	NA	\$ 2,105,033
FY 1987	10,698,238		NA	NA	10,698,238
FY 1988	11,093,673		NA	NA	11,093,673
FY 1989	10,347,942		NA	NA	10,347,942
FY 1990	9,420,393		NA	NA	9,420,393
FY 1991	6,306,801	\$ 1,928,	361	NA	8,235,162
FY 1992	4,754,226	12,160,	807	NA	16,915,033
FY 1993	3,870,334	7,637,	891	NA	11,508,225
FY 1994	1,695,859	6,841,	758	NA	8,537,617
FY 1995	1,729,751	31,723,	085	\$ 13,539,467	46,992,303
FY 1996	1,078,259	56,373,	341	49,328,414	106,780,014
FY 1997	1,061,316	75,288,	897	48,943,943	125,294,156
	\$ 64,161,825	\$ 191,954,	140	\$ 111,811,824	\$ 367,927,789

Figure 2 shows an increase in FY 1997 wagering tax revenue from riverboat and slot machine gambling and a general decline since FY 1989 in wagering tax revenue from pari-mutuel gambling.

Wagering tax revenue from riverboats has increased \$73.4 million (3,804.3%) since it began in FY 1991, while revenue from pari-mutuel wagering has decreased \$10.0 million (90.4%) from a high of \$11.1 million in FY 1988 to the current level of \$1.1 million in FY 1997. Revenue from slot machines at racetracks contributed \$48.9 million during FY 1997, an increase of \$35.4 million (261.5%) compared to the first year of operation in FY 1995.

Figure 2

Wagering Tax Revenue by Gambling Type

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The overall increase in wagering tax revenue from riverboat gambling can be attributed to changes made during the 1994 Legislative Session, including the elimination of the maximum \$5 bet and \$200 loss limits. Also eliminated were restrictions on cruise schedules and operating hours, making the accessibility of riverboat gambling comparable to that of land-based casinos. Nine riverboats operated during all of FY 1997, nine boats operated during a portion of FY 1996, seven boats operated during FY 1995 and three during FY 1994. The increase in the wagering tax revenue from riverboat gambling in FY 1997 compared to the previous year is mainly due to the Ameristar II and Kanesville Queen Riverboats operating during all 12 months of FY 1997, while operating only six months during FY 1996.

Expenses incurred by the Division of Criminal Investigation (DCI) and the Racing and Gaming Commission (RGC) partially offset the wagering tax revenues to the State. Figure 3 shows that regulation expenses totaled \$7.0 million for FY 1997, an increase of \$409,000 (6.2%) compared to FY 1996. The increase is due to the operation of two additional riverboats during all 12 months of FY 1997. Regulation expenses are equal to approximately 5.6% of wagering tax revenues generated from riverboat, pari-mutuel, and slot machine operations at racetracks.

Figure 3
State Gambling Regulation Expenditures

	Riverbe	oats	Pari-Mutuel	and Slots	Total				
	DCI	RGC	DCI	RGC	DCI	RGC			
FY 1990	\$ 751,149	\$ 0	\$ 252,604	\$ 0	\$ 1,003,753	\$ 0			
FY 1991	1,283,203	1,922,053	288,897	1,878,605	1,572,100	3,800,658			
FY 1992	1,274,315	540,891	248,719	1,713,476	1,523,034	2,254,367			
FY 1993	1,082,133	605,926	293,158	1,692,845	1,375,291	2,298,771			
FY 1994	1,157,436	602,509	306,540	1,739,818	1,463,976	2,342,327			
FY 1995	2,228,737	656,828	588,051	1,559,293	2,816,788	2,216,121			
FY 1996	3,160,017	1,042,272	545,151	1,856,678	3,705,168	2,898,950			
FY 1997	3,409,132	1,200,451	475,499	1,928,098	3,884,631	3,128,549			
Total	\$14,346,122	\$6,570,930	\$2,998,619	\$12,368,813	\$17,344,741	\$18,939,743			

Expenses incurred by the Racing and Gaming Commission for regulation of riverboat gambling operations are charged to riverboat owners, and thus are revenue-neutral. The Commission does not separate the regulation expenditures by pari-mutuel and slot machine operations.

For DCI, Section 99F.10, <u>Code of Iowa</u>, limits the costs recovered for regulating excursion gambling riverboats to 65.0% of the salary costs for a maximum of two DCI special agents and four DCI gaming enforcement officers for each riverboat.

CURRENT SITUATION

Riverboats and Racetracks Currently in Operation

Name	Location	Operations
Riverboats		
President	Davenport	830 slot machines 44 table games
Mississippi Belle II	Clinton	485 slot machines 21 table games
Diamond Jo	Dubuque	650 slot machines 38 table games
Catfish Bend	Southeast Iowa	312 slot machines 27 table games
Miss Marquette	Marquette	698 slot machines 36 table games
Belle of Sioux City	Sioux City	419 slot machines 24 table games
Lady Luck	Bettendorf	920 slot machines 45 table games
Ameristar II	Council Bluffs	1,012 slot machines 43 table games
Name	Location	Operations
Kanesville Queen - Harvey's	Council Bluffs	904 slot machines 55 table games
Racetracks		
Bluffs Run	Council Bluffs	dog racing simulcasting 1,208 slot machines
Prairie Meadows	Altoona	horse racing simulcasting 1,105 slot machines
Dubuque Greyhound Park	Dubuque	dog racing simulcasting 547 slot machines

Revenues

Wagering tax receipts from riverboat gambling in FY 1997 were \$75.3 million. This is an increase of \$18.9 million (33.6%) compared to FY 1996. Refer to **Attachment B** for information on individual riverboats.

Wagering tax receipts from pari-mutuel gambling in FY 1997 (CY 1996) were \$1.1 million. This is a decrease of \$17,000 (1.6%) compared to FY 1996. Refer to **Attachment C** for information on individual racetracks.

Wagering tax receipts from slot machines at Bluffs Run, Prairie Meadows, and Dubuque Greyhound Park totaled \$48.9 million during FY 1997. This is a decrease of \$384,000 (0.8%) compared to FY 1996. Refer to **Attachment D** for detailed information.

BUDGET IMPACT

The Racing and Gaming Commission estimates total FY 1998 revenues to the General Fund of \$75.2 million from riverboats, \$900,000 from pari-mutuel facilities, and \$52.7 million from slot machines at race tracks. This is an increase of \$3.5 million (2.8%) compared to FY 1997 wagering tax revenues of \$125.3 million. With the \$60.0 million cap placed on gambling revenue to the General Fund from riverboat, pari-mutuel, and slot machines at racetracks, an estimated \$68.8 million would go to the Rebuild Iowa Infrastructure Fund in FY 1998.

The Racing and Gaming Commission and the Division of Criminal Investigation have each received appropriations for FY 1998 of \$3.3 million and \$3.2 million, respectively, for regulation of gaming operations. This is an increase of \$233,000 (3.7%) compared to FY 1997.

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Wagering Tax

Calculation and Distribution

Pari-Mutuel Horse Racing - Section 99D.15(1), Code of Iowa

Calculation: 0.06 x gross wagered (paid within ten days after each horse race meeting)

Distribution: 0.005 x gross wagered - city

0.005 x gross wagered - county remainder - State General Fund

Pari-Mutuel Dog Racing - Section 99D.15(3), Code of Iowa

Calculation: 0.06 x gross wagered (if gross wagered is >= \$55.0 million)

0.05 x gross wagered (if gross wagered is >= \$30.0 million, but < \$55.0 million)

0.04 x gross wagered (if gross wagered is < \$30.0 million)

Distribution: 0.005 x gross wagered - city

0.005 x gross wagered - county remainder - State General Fund

Simulcasting - Section 99D.15(4), Code of Iowa

Calculation: 0.02 x gross wagered

Distribution: 0.005 x gross wagered - city

0.005 x gross wagered - county remainder - State General Fund

Casino Games - Section 99F.11, Code of Iowa

Calculation: (0.05 x first \$1.0 million adjusted gross receipts)

+ (0.10 x next \$2.0 million adjusted gross receipts)

+ (0.20 x remaining adjusted gross receipts) for riverboats

+ (0.22 x remaining adjusted gross receipts) for racetrack enclosures*

Distribution: 0.005 x adjusted gross receipts - city

0.005 x adjusted gross receipts - county

0.003 x adjusted gross receipts - Gamblers Assistance Fund

remainder - State General Fund

*The rate on any amount of adjusted gross receipts over \$3.0 million from gambling games at racetrack enclosures increased to 22.0% on January 1, 1997, and will increase by 2.0% each succeeding calendar year until the rate is 36.0%.

LFB: WAGETAX.DOC 11/19/97

Riverboat Gambling Statistics by Boat

		Gross Slot Receipts	_	Bross Table Receipts		Total Gross Wagered	Ad	Adjusted Gross Receipts		City Tax		County Tax		iamblers ssistance	Wagering Tax Receipts		Admissions
President																	
FY 1996	\$	794.587.116	\$	58.586.878	\$	853,173,994	\$	63.041.215	\$	315.206	\$	315.206	\$	189.124	\$	11.438.707	1,775,317
FY 1997	•	829.134.050	•	46.958.931	•	876,092,981	•	62,290,836	•	311.454	*	311,454		186,873	•	11,298,386	1,705,665
Difference	<u> </u>	34,546,934	-\$	-11,627,947	<u>s</u>	22,918,987	\$	-750,379	-\$	-3,752	\$	-3,752	\$	-2.251	\$	-140.321	-69.652
Percent Change	ŕ	4.35%	·	-19.85%	,	2.69%	•	-1.19%	·	-1.19%	·	-1.19%		-1.19%	Ţ	-1.23%	-3.92%
Mississippi Belle II																	
FY 1996	\$	346,925,460	\$	19,992,388	\$	366,917,848	\$	28,922,941	\$	144,615	\$	144,615	\$	86,769	\$	5,058,590	705,529
FY 1997		349,082,507		18,321,553		367,404,060		28,131,376		140,657		140,657		84,394		4,910,567	651,154
Difference	\$	2,157,047	\$	-1,670,835	\$	486,212	\$	-791,565	\$	-3,958	\$	-3,958	\$	-2,375	\$	-148,023	-54,375
Percent Change		0.62%		-8.36%		0.13%		-2.74%		-2.74%		-2.74%		-2.74%		-2.93%	-7.71%
Diamond Jo																	
FY 1996	\$	412,662,485	\$	40,621,358	\$	453,283,843	\$	38,477,880	\$	192,389	\$	192,389	\$	115,434	\$	6,845,882	1,079,272
FY 1997		451,549,085		42,045,029		493,594,114		39,392,030		196,960		196,960		118,176		7,016,310	1,093,152
Difference	\$	38,886,600	\$	1,423,671	\$	40,310,271	\$	914,150	\$	4,571	\$	4,571	\$	2,742	\$	170,428	13,880
Percent Change		9.42%		3.50%		8.89%		2.38%		2.38%		2.38%		2.38%		2.49%	1.29%
Catfish Bend																	
FY 1996	\$	179,766,002	\$	21,773,278	\$	201,539,280	\$	20,753,811	\$	103,769	\$	103,769	\$	62,261	\$	3,530,964	514,420
FY 1997		215,360,781		20,711,674		236,072,455		22,226,735		111,134		111,134		66,680		3,806,399	499,203
Difference	\$	35,594,779	\$	-1,061,604	\$	34,533,175	\$	1,472,924	\$	7,365	\$	7,365	\$	4,419	\$	275,435	-15,217
Percent Change		19.80%		-4.88%		17.13%		7.10%		7.10%		7.10%		7.10%		7.80%	-2.96%
Miss Marquette																	
FY 1996	\$	259,528,433	\$	27,734,257	\$	287,262,690	\$	28,859,427	\$	144,297	\$	144,297	\$	86,578	\$	5,046,712	737,908
FY 1997		298,195,427		27,640,608		325,836,035		27,964,860		139,824		139,824		83,895		4,879,429	731,669
Difference	\$	38,666,994	\$	-93,649	\$	38,573,345	\$	-894,567	\$	-4,473	\$	-4,473	\$	-2,683	\$	-167,283	-6,239
Percent Change		14.90%		-0.34%		13.43%		-3.10%		-3.10%		-3.10%		-3.10%		-3.31%	-0.85%
Belle of Sioux City																	
FY 1996	\$	143,941,596	\$	29,352,094	\$	173,293,690	\$	20,384,240	\$	101,921	\$	101,921	\$	61,153	\$	3,429,840	759,143
FY 1997		176,751,543		26,387,556		203,139,099		19,284,637	_	96,423		96,423	_	57,854		3,256,227	788,373
Difference	\$	32,809,947	\$	-2,964,538	\$	29,845,409	\$	-1,099,603	\$	-5,498	\$	-5,498	\$	-3,299	\$	-173,613	29,230
Percent Change		22.79%		-10.10%		17.22%		-5.39%		-5.39%		-5.39%		-5.39%		-5.06%	3.85%

Riverboat Gambling Statistics by Boat

		Gross Slot Receipts	_	Gross Table Receipts	Total Gross Wagered		Adjusted Gross Receipts		City Tax		County Tax		Gamblers Assistance		Wagering Tax Receipts		Admissions
Lady Luck																	
FY 1996	\$	681,620,740	\$	51,203,741	\$	732,824,481	\$	55,727,825	\$	278,639	\$	278,639	\$	167,183	\$	10,071,103	1,443,113
FY 1997		901,216,895		54,503,545		955,720,440		67,035,440		335,177		335,177		201,106		12,185,627	1,778,387
Difference	\$	219,596,155	\$	3,299,804	\$	222,895,959	\$	11,307,615	\$	56,538	\$	56,538	\$	33,923	\$	2,114,524	335,274
Percent Change		32.22%		6.44%		30.42%		20.29%		20.29%		20.29%		20.29%		21.00%	23.23%
Ameristar II (opened Jane	uary 1	9, 1996)															
FY 1996	\$	297,680,232	\$	51,146,934	\$	348,827,166	\$	30,845,846	\$	154,229	\$	154,229	\$	92,538	\$	5,418,174	1,033,551
FY 1997		900,508,797		101,132,982		1,001,641,779		72,120,492		360,602		360,602		216,361		13,136,532	2,212,651
Difference	\$	602,828,565	\$	49,986,048	\$	652,814,613	\$	41,274,646	\$	206,373	\$	206,373	\$	123,823	\$	7,718,358	1,179,100
Percent Change		202.51%		97.73%		187.15%		133.81%		133.81%		133.81%		133.81%		142.45%	114.08%
Kanesville Queen - Harve	ey's (opened January	1, 19	196)													
FY 1996	\$	326,774,516	\$	56,401,685	\$	383,176,201	\$	31,461,869	\$	157,309	\$	157,309	\$	94,386	\$	5,533,369	909,922
FY 1997		967,925,846		109,562,458		1,077,488,304		81,012,943		405,065		405,065		243,039		14,799,420	2,597,341
Difference	\$	641,151,330	\$	53,160,773	\$	694,312,103	\$	49,551,074	\$	247,756	\$	247,756	\$	148,653	\$	9,266,051	1,687,419
Percent Change		196.21%		94.25%		181.20%		157.50%		157.50%		157.50%		157.49%		167.46%	185.45%
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Total All Boats					escrepted												
FY 1996	\$	3,443,486,580	\$	356,812,613	\$	3,800,299,193	\$	318,475,054	\$	1,592,374	\$	1,592,374	\$	955,426	\$	56,373,341	8,958,175
FY 1997		5,089,724,931		447,264,336		5,536,989,267		419,459,349		2,097,296		2,097,296		1,258,378		75,288,897	12,057,595
Difference	\$	1,646,238,351	\$	90,451,723	\$	1,736,690,074	\$	100,984,295	\$	504,922	\$	504,922	\$	302,952	\$	18,915,556	3,099,420
Percent Change		47.81%		25.35%		45.70%		31.71%		31.71%		31.71%		31.71%		33.55%	34.60%

Pari-Mutuel Statistics by Racetrack*

	Number of Performances	F	ari-Mutuel Wagered	s	imulcasting Wagered	7	Fotal Gross Wagered	(City Tax	Co	Wagering County Tax Tax Receipts			Attendance
Bluffs Run														
FY 1996	1,750	\$	24,208,495	\$	13,449,267	\$	37,657,762	\$	188,289	\$	188,289	\$	860,748	4,282,759
FY 1997	2,220		17,523,647		20,341,235		37,864,882		175,236		175,236		877,031	4,053,366
Difference	470	\$	-6,684,848		6,891,968	\$	207,120	\$	-13,053	\$	-13,053	\$	16,283	-229,393
Percent Change	26.86%		-27.61%		51.24%		0.55%		-6.93%		-6.93%		1.89%	-5.36%
Prairie Meadows														
FY 1996	1,894	\$	4,946,271	\$	25,805,859	\$	30,752,130	\$	0	\$	0	\$	0	3,250,763
FY 1997	2,937		6,217,760		34,138,880		40,356,640		0		0		0	3,405,036
Difference	1,043	\$	1,271,489	\$	8,333,021	\$	9,604,510	\$	0	\$	0	\$	0	154,273
Percent Change	55.07%		25.71%		32.29%		31.23%		0.00%		0.00%		0.00%	4.75%
Dubuque Greyhound Park														
FY 1996	900	\$	3,365,181	\$	6,135,675	\$	9,500,856	\$	47,505	\$	47,505	\$	162,312	444,775
FY 1997	1,232	_	3,401,417		5,780,154		9,181,571	_	91,816		91,816		159,845	756,163
Difference	332	\$	36,236	\$	-355,521	\$	-319,285	\$	44,311	\$	44,311	\$	-2,467	311,388
Percent Change	36.89%		1.08%		-5.79%		-3.36%		93.28%		93.28%		-1.52%	70.01%
Waterloo Greyhound Park (clos	ed July 13, 1996)													
FY 1996	441	\$	0	\$	5,519,899	\$	5,519,899	\$	27,600	\$	27,600	\$	55,199	38,458
FY 1997	348		0		2,444,010		2,444,010	_	24,440		24,440		24,440	16,658
Difference	-93	\$	0	\$	-3,075,889	\$	-3,075,889	\$	-3,160	\$	-3,160	\$	-30,759	-21,800
Percent Change	-21.09%		0.00%		-55.72%		-55.72%		-11.45%		-11.45%		-55.72%	-56.69%
Total All Tracks														
FY 1996	4,985	\$	32,519,947	\$	50,910,700	\$	83,430,647	\$	263,394	\$	263,394	\$	1,078,259	8,016,755
FY 1997	6,737		27,142,824		62,704,279		89,847,103		291,492		291,492		1,061,316	8,231,223
Difference	1,752	\$	-5,377,123		11,793,579	\$	6,416,456	\$	28,098	\$	28,098	\$	-16,943	214,468
Percent Change	35.15%		-16.53%		23.17%		7.69%		10.67%		10.67%		-1.57%	2.68%

^{*} These figures are reflected in the fiscal year during which the racing season ended. Racing seasons may cross fiscal years, but revenues to the General Fund are not realized until the end of the racing season.

ttachment L

Slot Machine Statistics by Racetrack

	Gross Receipts		A	djusted Gross Receipts		City Tax		County Tax		Samblers ssistance	W	agering Tax Receipts	Admissions	
Prairie Meadows				-				:						
FY 1996	\$	1,578,620,882	\$	118,004,333	\$	590,022	\$	590,022	\$	354,013	\$	21,716,810	3,250,763	
FY 1997		2,078,229,647		125,216,773		626,084		626,084		375,650		24,350,767	3,405,036	
Difference	\$	499,608,765	\$	7,212,440	\$	36,062	\$	36,062	\$	21,637	\$	2,633,957	154,273	
Percent Change	:	31.65%		6.11%		6.11%		6.11%		6.11%		12.13%	4.75%	
Bluffs Run								·						
FY 1996	\$	2,315,027,666	\$	142,377,394	\$.	711,887	\$	711,887	\$	427,132	\$	25,900,878	4,282,759	
FY 1997		2,012,124,043		105,485,123		527,426		527,426		316,455		20,391,494	4,053,366	
Difference	\$	-302,903,623	\$	-36,892,271	\$	-184,461	\$	-184,461	\$	-110,677	\$	-5,509,384	-229,393	
Percent Change		-13.08%		-25.91%		-25.91%		-25.91%		-25.91%		-21.27%	-5.36%	
Dubuque Greyhound Park														
FY 1996	\$	172,019,872	\$	11,365,916	\$	56,830	\$	56,830	\$	34,098	\$	1,710,726	444,775	
FY 1997		354,811,132		23,034,970		115,175		115,175		69,105		4,201,682	756,163	
Difference	\$	182,791,260	\$	11,669,054	\$	58,345	\$	58,345	\$	35,007	\$	2,490,956	311,388	
Percent Change		106.26%		102.67%		102.67%		102.67%		102.67%		145.61%	70.01%	
													15 prost # 555 (554)	
Total All Slots							_		_		_			
FY 1996	\$	4,065,668,420	\$	271,747,643	\$.,,	\$	1,358,739	\$	815,243	\$	49,328,414	7,978,297	
FY 1997		4,445,164,822	_	253,736,866	_	1,268,685		1,268,685		761,210	_	48,943,943	8,214,565	
Difference	\$	379,496,402	\$	-18,010,777	\$,	\$	-90,054	\$	-54,033	\$	-384,471	236,268	
Percent Change		9.33%		-6.63%		-6.63%		-6.63%		-6.63%		-0.78%	2.96%	